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ABSTRACT

This guide was developed to help advocates who support school health programs, both as volunteers and staff. Four parts include: (1) "Introduction to Advocacy" (overview, American School Health Association and advocacy, lobbying laws and American School Health Association, and contract lobbyists); (2) "Advocacy Concepts" (identifying and prioritizing issues, coalitions/partnerships, grassroots networks, American School Health Association's networking tree, ideas for advocacy, influencing decision makers, hints for the personal visit, hints for the personalized letter, hints for telephone calls, hints for presenting personal testimony, and the media and advocacy); (3) "The Governmental Arena" (U.S. government overview, executive branch, judicial branch, legislative branch-Congress, how a bill becomes a law, federal appropriations process, state government, initiative and referendum, local government, how local governments pass ordinances, and school governance) and (4) "Glossary" (glossary of legislative terms). (SM)

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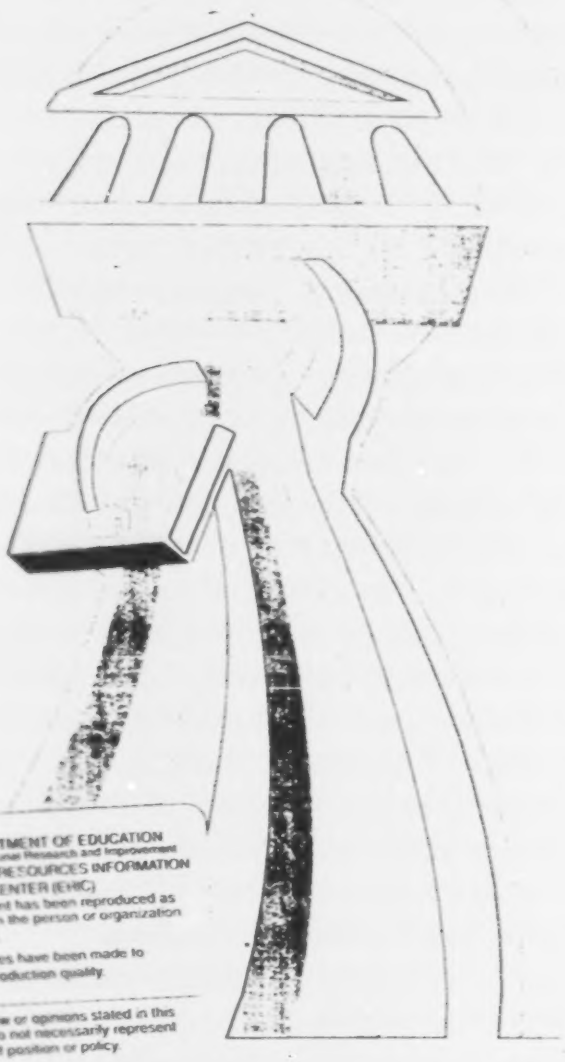
Introductory Guide to Advocacy

Working to Improve Advocacy for School Health Education and Services



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Introductory Guide to Advocacy

Working to Improve Advocacy for School Health Education and Services

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Foreword

This guide was developed by the American School Health Association to assist Advocates who support school health programs, both as volunteers and staff. This guide is not intended as a comprehensive manual on advocacy, but as a summary of some key advocacy concepts.

Advocacy is not a new concept to the ASHA. The adoption in 1998 of Advocacy as a key component of ASHA's Strategic Plan has placed a new emphasis and priority on advocacy issues.

Whether school health issues are before Congress, a state legislature, city council, local school board, or one's neighborhood, public advocacy efforts can improve school health programs, and thus improve the health and academic achievement of students as well as the health of their families and those who work in schools.

Acknowledgments

The guide upon which this was modeled was developed with the help of advocacy volunteers and staff of the American Heart Association, the American Public Health Association, and the American Cancer Society. Also assisting in this project were ASHA volunteers, advocates from other organizations, and academicians in the field of community development and public advocacy. We commend those who pioneered these advocacy tools and concepts, and achieved benefits to our society through improved health and social conditions.

Preface

Advocacy is more than legislation and regulation. It can include company policies, community issues, and neighborhood projects. Advocacy, though sometimes complex, with many possible branching components, usually contains a mix of four essential elements: grassroots mobilization; coalitions and partnerships; lobbying or influencing decision-makers; and media and communications. When linked together, these components become a powerful tool for accelerating change at all levels, including Congress. state legislatures, city councils, local school boards, and places of employment.

ASHA has identified advocacy as one of four key work processes that will guide ASHA's work at the beginning of the 21st century. The other key processes are: fostering interdisciplinary collaboration, disseminating and encouraging research, providing professional development opportunities; and securing and maintaining the resources needed to accomplish these.

The benefit of advocacy is that it can mobilize individuals interested in all of these areas and direct them toward the accomplishment of common objectives. Advocacy can serve as the critical link between needs assessment, research findings, professional development, and subsequent implementation of best practices.

Without ASHA's strong and forceful presence in advocacy, we will miss opportunities to make significant advances in our mission. We must be successful with the legislature.

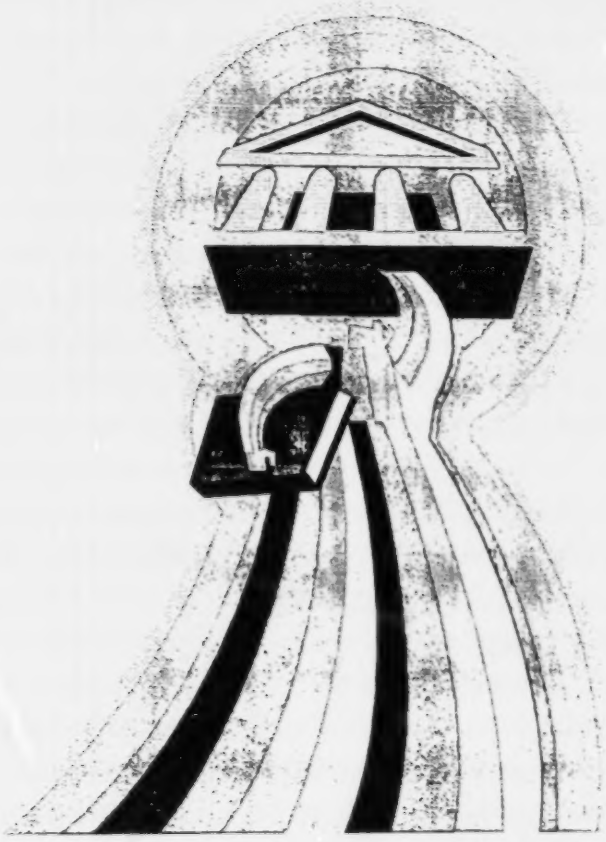
As ASHA realigns it work to the Strategic Goals, there will be a shift from the traditional way of doing some things. For example, the traditional static educational programs will need to be revised so that they are tailored and linked into the broader advocacy mix in order to have a greater effect on community change.

Whether we specialize in education, nursing, medicine, mental or social health, administration, communications, nutrition, physical activity, or advocacy, we all play a role in advancing school health initiatives in our communities. Indeed, we all hold in our hands the power to create change in our communities and throughout the world. However, we will never realize our potential impact on our mission if we do not broaden the scope of our advocacy activities.

Part I

Introduction To Advocacy

- Advocacy Overview
- ASHA and Advocacy
- Lobbying Laws and ASHA
- Contract Lobbyists



What is Advocacy?: An Overview

What is Advocacy?

Advocacy is the act or process of working for or against a cause, policy, or proposal. Advocacy involves more than legislation and regulation. It can include company policies, community issues, and neighborhood projects.

Advocacy is the broad term that includes the combination of activities used to work toward the success of our initiatives. The combination of those activities is often referred to as the advocacy mix. This Advocacy Mix includes:

- Coalitions and Partnerships
- Grass Roots Networks
- Lobbying/Influencing Decision-makers
- Media/Communications

Examples of a need for using the Advocacy Mix are: getting policies adopted to ban smoking at all school-sponsored events, working with the Park Commission to develop and build hiking/biking trails that are convenient for school use, and lobbying with the town council to get a traffic signal erected at a dangerous intersection near the school. The power of using many groups in a coalition and working from their grass roots network creates a community force that can influence your local decision-makers.

What is an Advocate?

An advocate is a person who argues for a cause - a supporter or defender.

Characteristics of an Advocate

- An advocate cares about the quality of life in his/her community, place of work, and society as a whole.
- An advocate is willing to speak up, speak out, and challenge the status quo. Advocates are willing to take action and be a voice for positive change.
- An advocate imagines possibilities and is willing to work towards those possibilities even though the possibilities might not come to fruition in one's lifetime.
- An advocate is willing to persevere in the face of adversity and seemingly insurmountable odds.

Few will have the greatness to bend history itself;
But each of us can work to change a small portion of events,
and in the total of all those acts will be the history of this generation.
Robert F. Kennedy

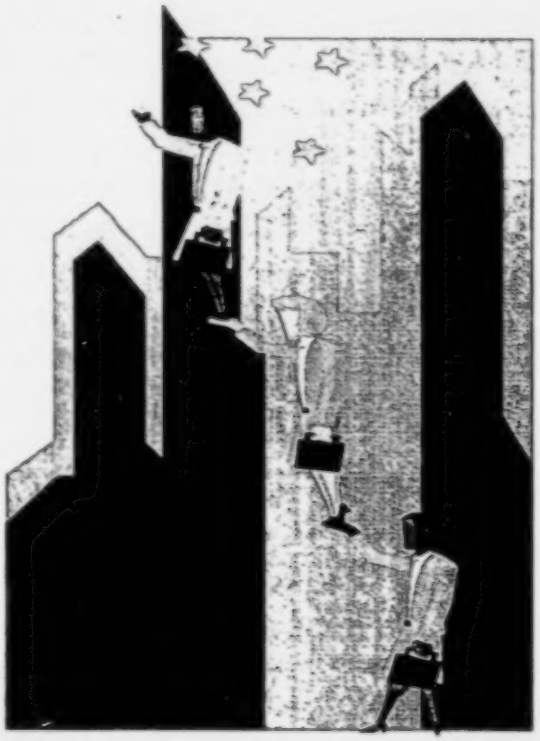
American School Health Association and Advocacy

ASHA's Commitment to Advocacy

ASHA's organizational goals include advocacy to strengthen effective school programs. The educational, social, political, legal, and business environments that affect the health, safety, and success of school-aged children are the focus of ASHA's advocacy efforts

ASHA's strategic plan for 2004 includes the following benchmarks:

- Provide mechanisms to enhance the ability of members to serve as advocates for school health programs.
- Maintain at least 200 ASHA members who are actively involved in advocacy efforts on behalf of ASHA's positions.
- Establish an annual legislative agenda that identifies priorities for school health.
- Provide resolutions and other support materials to legislators and other key informants consistent with the identified annual legislative agenda issues.
- Implement an annual recognition of legislators and/or other key decision-makers supportive of school health.
- Maintain a working relationship with media contacts to promote school health issues.



Meeting the ASHA Advocacy Goals

ASHA is providing this booklet as part of its advocacy efforts. By explaining Advocacy, the Advocacy Mix, and Legislative Policies, and offering ideas and suggested techniques for reaching out to those responsible for effecting changes, we hope that ASHA members and other school health supporters can more effectively support and enhance school programs.

Further, we hope that school health advocates will use the information in this booklet to sharpen their personal skills and to recruit and organize other supporters.

Lobbying Laws and ASHA

Lobbying is one form of communicating with decision-makers to seek their support or opposition on specific issues. This communication can come in the form of face-to-face meetings, letters, phone calls, faxes, e-mail, personal testimony, etc.

By federal definition, three qualities in a request qualify it to be termed "lobbying":

1. Request is made to a member or employee of a legislative body.
2. Must express a particular view.
3. Must include a request for specific action.

What are Grass Roots Lobbying and Direct Lobbying?

Grass roots lobbying includes activities intended to influence voting conducted by a group of volunteers, as in the case of the ASHA Network Tree (see page 16). Communication usually comes from a central source of information, asking the volunteers to contact decision-making individuals. Direct lobbying is a personal meeting with a decision-maker or member of a legislating body.

May ASHA Lobby?

Yes. ASHA may advocate for school health related issues.

How Much can ASHA Spend on Lobbying?

According to the "insubstantial part test," no "substantial part" of a non-profit organization's activities may be used in the attempt to influence legislation. However, the law is vague as to exactly what dollar figure this represents.

ASHA's efforts to influence legislation are a very small part of the overall activities and budget. The governing Board of Directors has the right to determine what, if any, monies are spent in this budget line item. It is doubtful that ASHA would ever come close to exceeding a "substantial part" test.

What is Legal Action for an ASHA Advocate?

You are able to write, phone, or meet with members of Congress or state legislators. You may distribute non-partisan analyses; give technical advice, and personal testimony to legislative bodies. You may write letters to the editors of publications, and appear on radio and TV. By law, you may not use your association with ASHA to endorse or oppose a particular candidate.

What about Lobbying on a State Level?

Individuals and groups may lobby. If a lobbyist is contracted, the lobbyist must register with the state, and the organization or lobbyist must usually file expenditure reports.

What if I Work for a State or Federal Agency that Prohibits Lobbying/Advocacy?

You may get involved with advocacy issues by serving on a coalition's advisory board on your own time; you may educate family, friends, and acquaintances concerning an issue and urge them to write policy-makers; or you may assist with writing testimony or a letter that someone else is preparing. You may speak out on an issue as a concerned citizen (or parent) on your personal time, and with no payment for these activities. Investigate fully the rules of your workplace.

Contract Lobbyists

What is a Lobbyist?

A lobbyist is anyone who communicates with a decision-maker to seek support for or against a particular issue. However, when people refer to lobbyists, they usually mean someone who is employed to communicate with public officials concerning an organization's issues or "contract lobbyists."

Contract lobbyists are employed at the federal, state, and local levels. A lobbyist's duties usually consist of monitoring legislative and regulatory issues, informing the organization of threats and opportunities when they arise, working with public officials and their staff to draft policies, and persuading public officials to support or oppose certain issues.

Why Hire a Contract Lobbyist?

A contract lobbyist can help keep your issues on track in the governmental arena. This person can be an extra boost to your organization, especially if you do not have staff who are available or able to monitor and work your organization's issues in the governmental arena. This person is your organization's advocacy voice.

Many state legislatures and assemblies are only in session for 90 days to six months. Because of these abbreviated schedules, legislation can often move quickly. Last minute amendments and behind the scenes parliamentary maneuvering make daily access and monitoring essential to the successful advancement of your issues through the governmental arena.

Contract lobbyists are only as effective as the grass roots support the organization can mobilize to back the lobbyists' work. That's where you come in.

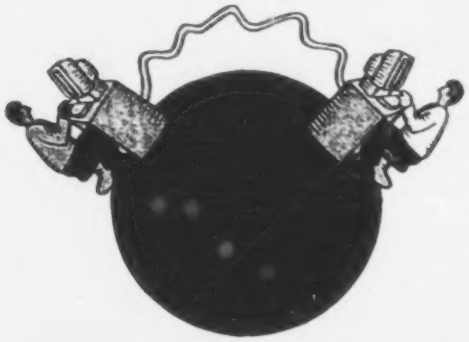
To move the school health agenda forward, you cannot rely on a paid lobbyist. Concerned people must raise their voices and be heard. The tips that follow will help you be heard.

Does ASHA Employ a Contract Lobbyist?

ASHA does have a contract with a Legislative Consultant who serves in the capacity of a contract lobbyist. This person serves as a complement to our Grassroots Networking Tree, Media Advocacy, the "Pulse", and the Legislative Alerts.

The Legislative Consultant's Duties include:

1. Identify the decision-makers and their staff to craft policies and persuade them to support our organization's positions.
2. Monitor school health issue legislation, and provide regular updates to ASHA staff. Alert staff to upcoming issues, so that timely Legislative Alert notices may be communicated to members.
3. Monitor hearing schedules and notify ASHA when the issues will be heard.
4. Attend ASHA Legislative meetings and present workshops at request.

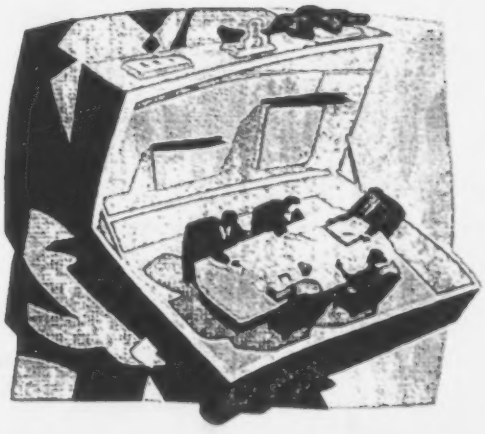


Sample Coalition Grassroots Mobilization System

CAPITOL HILL LOBBYIST	The lobbyist reports on action needed on a bill to ASHA.
ASHA/LEAD ORGANIZATION	The lead organization contacts ASHA and ASHA sends an alert to Legislative Network Tree Members.
LEGISLATIVE NETWORK TREE MEMBERS	Members contact their grassroots network, allies, key contacts and all coalition members.
ASHA MEMBERS/ AFFILIATE MEMBERS	Members contact decision-makers by telephone, email, personal visit, testimony, letter to editor, etc.

Part II

Advocacy Concepts



- Identifying and Prioritizing Issues
- Coalitions / Partnerships
- Grass Roots Network
- ASHA Networking Tree
- Ideas for Advocacy
- Influencing Decision-Makers
- Hints for the Personal Visit
- Hints for the Personalized Letter
- Hints for Telephone Calls to your Decision-Maker
- Hints for Personal Testimony
- The Media and Advocacy

Identifying and Prioritizing Issues

One of the keys to successfully managing a project begins with prioritizing tasks. Start with the most important tasks and see them through to completion without getting sidetracked by less important matters.

If you don't prioritize your issues you risk losing sight of what is most important, and you will soon stagnate in a swamp of competing interests and issues constantly vying for your time and attention. Completion of one project to success is more satisfying than juggling many issues without attaining any successful completion of any project. The following is a popular issue prioritization model.

Issue Prioritizing Model

- **Priority 1:** Choose a **lead issue**, an issue of the highest priority, an issue that might be unique to you or has a major impact on your mission.
- **Priority 2:** An issue in which you participate along with many others.
- **Priority 3:** An issue where others take the lead, and you monitor the issue and offer support as needed.

Steps in Issue Identification

1. Identify the problem/issue.
2. What is the root of the problem?
3. What can fix the problem?
4. What contributes to the problem?
5. Who is responsible?
6. What contributes to the solution?

Steps in Evaluating Issues and Solutions

7. What will this issue accomplish?
8. Who will it affect?
9. What is the estimated cost?
10. What is the timeline?
11. Who will work on each segment of the issue?
12. Who supports the issue/who opposes it?

Follow steps to identify issues and evaluate the solutions and plan, and you will have a better chance of aligning your efforts and energies behind the most effective advocacy issues.

Coalitions/ Partnerships

A coalition/partnership consists of two or more persons or organizations banded together and committed to a shared vision or objective. A coalition is a team.

One of the most effective vehicles for grassroots impact on a health issue is to build strong coalitions. Joint advocacy work provides an avenue for policy-makers to recognize the multi-faceted effects of an issue at a local level, and also the manner in which it effects each segment of the affected population.

A coalition is a TEAM (TOGETHER EVERYONE ACHIEVES MORE) with power.

Why Form a Coalition?

- To divide responsibilities and workload.
- To unify the message.
- To pool resources, ideas, expertise, and avoid duplication of activities.
- To increase clout and credibility.

United we stand, divided we fall.

Keys to Successful Coalition Building

- Define the coalition's purpose and goals.
- Meet on a regular basis.
- Define leadership roles/rotate leadership responsibilities.
- Identify potential members and involve everyone.
- Use a consensus model for making decisions. Modify proposals until almost everyone is satisfied; strive for consensus, but do not allow one person to obstruct progress. Decisions are usually strongest when made unanimously.
- Seek new members to freshen ideas and enthusiasm.
- Keep the lines of communication open and encourage feedback and suggestions from all.
- Celebrate your achievements as a team.

Grass Roots Network

In advocacy work, grass roots refers to recruiting, training, and motivating individuals to make contact with decision-makers in order to advance an organization's advocacy issues. Grass roots work involves people at the local level. Anyone can be an advocate, and in that capacity, you are exercising your right to participate in a democratic process.

An interesting story comes from Tip O'Neill, the late Senator from Massachusetts. The Senator commented to his neighbor that a recent election was very close and he won by a very small margin. The neighbor stated, "That's too bad; I didn't vote for you because I thought surely you'd win." This prompted O'Neill to quote "All politics is local….. and politics is people like you!"

Become a political force, become a grassroots individual!

Why are Grass Roots Important?

Grass roots networks give organization, focus, and power to large numbers of committed individuals willing to make contact with decision-makers. Decision-makers pay a great deal of attention to, and are responsive to constituent feedback. Grass roots networks can mobilize that constituent feedback.

Gone are the days of one high-powered lobbyist paid by an organization that can influence a congressman or state legislature.

Mobilizing individuals to action, for the most part, is the most common and most effective way to demonstrate the necessary voter or constituent concern needed to influence support for an organization's issues.

What is an Alert?

An Alert is a call to action from a grass roots network. The call to action usually involves a request to write or call a particular decision-maker on one advocacy issue.

Components of a Good Grass Roots Network

- Contains large numbers of individuals and a core group of key contacts.
- Generates many letters, phone calls, or post cards to decision-makers.
- Builds a broad base of support for an issue.
- Trains key contacts to develop a relationship with a decision-maker or their office personnel/recruit key contacts with a personal relationship with the decision-maker.
- Supplies background information on the issue and the decision-maker's history on the issue.

The American School Health Association (ASHA) Networking Tree

ASHA Grass Roots System

You can be an essential part of the success of the ASHA Advocacy program at the federal, state, and local levels as well as within a school system. Sign up to be on ASHA's Legislative Networking Tree.

What is the Networking Tree?

ASHA maintains a list of volunteers who agree to serve as contact people within each state. This list is kept at the ASHA national office for advocacy messages only, and names are not distributed for any other purpose. To sign on call: 330-678-1601, fax 330-678-4526, or send an email to *asha@ashaweb.org*.

The Networking Tree members are called upon to take action when they receive a "Legislative Alert" from ASHA concerning one of the current issues of the organization. It is often an email alert, but a fax alert is also possible. The member is asked to respond to his or her legislators personally and also contact two to four members on their personal "roster" in the state they represent, requesting them to contact legislators on a particular issue, too.

What are the Responsibilities of a Networking Tree member?

- Agree to take action when a "Legislative Alert" arrives.
- Recruit and contact a team of at least two to four school health supporters in the state to take action also.
- Write a letter to a legislator and/or
- Send an email to a decision-maker.
- Contact your team or own Networking Tree to write or email decision-makers.
- Testify or recruit an expert to testify at a hearing.
- Send an email to the ASHA office describing the action taken.
- Notify ASHA of local issues with regional or state ramifications that you need help with or that other advocates need to know about.

What will ASHA Provide You?

- Clear objectives of what we are asking you to do.
- A summary of the issue and its history.
- Training in advocacy techniques.
- Appreciation of your action as an advocate.

Sign up to be on ASHA's Legislative Network!

Contact the ASHA National Office
Phone: 330-678-1601 or asha@ashaweb.org

Ideas for Advocacy

General Information

- **Know your Legislator/Decision-maker:** Before contacting legislators or decision-makers look up background information about them. Know their health education and health services priorities. Learn the communities they serve - some may be education related, but others might consider appropriations critical. Visit Internet sites www.senate.gov or www.house.gov for information about federal legislators.

- **Establish a relationship:** Introduce yourself at the beginning of the school year or at the beginning of their time in office. Offer your expertise on school health related issues.

- **Meet their staff:** Often it is the secretary or legislative staff that sets the schedule for the decision-maker. This person can make time for your visit, and will often write legislation drafts and do the research work for the decision-maker.

- **Identify your partners and allies in school health:** The Principal or Board of Education member is more impressed if a group has a concern, rather than an individual. Also, a legislator will pay more attention to several voting constituents than to one.

- **Learn the legislative process:** Timing can be critical in influencing a decision. Knowing budget deadlines or when an issue is likely to be debated allows advocates to present their issues when decision-makers are considering their positions.

- **Be patient and prepared to negotiate:** All issues are negotiable. Although you might get some school health issues settled the first time, you often have to meet the same decision-maker a second time on another issue. Always leave on good terms.

- **Thank people, be courteous, and remember their names:** Always.

- **Timing is very important:** In the legislative process, legislators need to know your issues and concerns when they are considering key votes but before they vote. At the Board of Education level, attend meetings and review the agendas. Be prepared to respond on the spot to your key issues.

- **Be prepared:** The qualities of a good presentation or letter include: begin with an attention-seeking statement, state your issue, give three or four supporting statements, and repeat your issue. If you can share a personal story about how this affects you, state it at the end, and repeat the issue.

What are some Advocacy Activities?

You decide how much you are willing or able to do. You can become involved in basic or more sophisticated activities. Effective advocacy work requires people at each level.

- Basic advocacy: respond to alerts with email or a written letter to a decision-maker.
- Moderate advocacy: visit decision-makers, participate in coalition meetings, recruit others to sign as networking members, write letters to the editor, and gather signatures on petitions.
- Advanced Advocacy: assist in the development of issues, serve as a media spokesperson, testify at public hearings, and attend advanced advocacy workshops.

How Do You Recruit Others for School Health Advocacy ?

- Ask them! Very few people volunteer unless invited.
- When people say they cannot help, ask them to recommend someone else.
- Ask members of your state professional organization.
- Set up a recruitment booth at your state school health conference.
- Speak and recruit at the school PTA, local Medical Society, or other Health Organizations.
- Contact groups with politically interested individuals who might support issues related to health, mental health or safety, such as the League of Women Voters, NAACP, Council of Churches, American Cancer Society, or teachers' unions.

Tips on Recruiting Advocacy Allies

Strive for Diversity

- Volunteers should match the makeup of your community - gender, race, age, occupational background, etc.

Recruit by Issue Interest

- Issue interest is an effective way to expand diversity in your grass roots group of advocates. Some individuals will not be interested in all school health issues, but might be very interested in one issue area. Utilizing allies for their areas of interest can raise their level of involvement and effectiveness, thus making their experience more meaningful and also increasing the success of your advocacy efforts.

Recruit by professional expertise

- Individuals who work in fields related to school health issues, such as social workers, pediatricians, psychologists, occupational therapists, etc. can serve as specialists for your cause. They can serve as media spokespersons when technical questions arise.

Recruit from the advocacy field

- Identify individuals who are currently or who at one time served in the public policy/advocacy field. These persons might have been a public official, a staff person in government, or in a profession that worked with the legal issues of policy. They can help when preparing for testimony, preparing a media release, or presenting a workshop on the complexities associated with the advocacy arena.

Influencing Decision-Makers

A decision-maker is someone who has some authority over public policy decisions. A decision-maker can be a member of Congress, a state legislator, school board member, a city council member, county commissioner, school superintendent, or principal.

Decision-makers are confronted with a wide assortment of issues and rarely have time to devote to each issue. They are generally overworked and understaffed. When an issue is controversial they are often faced with conflicting pressures from many special interest groups and they consider the political consequences of their decisions.

Tips for Influencing Decision-Makers

- Be prepared with a short, written summary of your issue.
- Be honest about the holistic effect of the issue.
- Be friendly but persistent.
- Be on time and only take the time you are assigned.
- Say thank you and send a written note.

Most Effective Types of Communication – In Order of Influence

1. Personal visits from peer decision-makers, i.e. another legislator, another principal.
2. Personal visits by constituents with access to power or money, parents.
3. Personal visits by constituents.
4. Personalized letters from constituents.
5. Telephone calls from constituents.
6. Articles in major daily newspapers.
7. Editorials in major daily newspapers.
8. Postcards with a personally written note.
9. E-mail is counted the least.

Hints for the Personal Visit

- **Telephone for an appointment.** Follow up with a written fax or letter of confirmation.

- **Arrive on time.** Correctly identify the secretary or aide. The staff person is critical to the decision-maker's future notes and reviews.

- **Identify yourself as a member of a Group, Coalition, or as a Constituent** if appropriate, and address the letter or fax to the decision-maker, with attention to the scheduling secretary or aide.

- **Begin on a positive note**. Express recognition or gratitude on support of a past project or issue.

- **Smile.**

- **State what the issue is.** Give three supporting ideas and re-state the issue.

- **Give personal reasons and concerns about the issue**. If visiting with other people, plan that each person speak to a different section or view of the issue.

- **Prepare to answer questions about the issue**. Address some possible opposing concerns about the issue.

- **Present a written synopsis of your issue.** This should be no more than one page.

- **Offer your expertise on the issue.** Leave your card and offer to give testimony on the issue if the legislator or decision-maker has to present the issue to a larger body (such as the Board of Education.)

- **Send a letter of thanks for the meeting.** A letter thanking the decision-maker for a favorable vote is a way of showing that you are following his or her actions. Remain cordial even when the decision-maker does not agree to support your issue. The next time you have an issue, you might need to meet with the same decision-maker.

Hints for a Personalized Letter

Tips for Writing a Decision-Maker

Elected decision-makers welcome correspondence regarding issues that affect you, your community, and your state. Write to voice support for or opposition to a piece of legislation, inform them of a local concern, share with them your knowledge or personal experience on an issue, thank them for their vote on a certain legislative issue, or offer your expertise as a future resource.

When you write:

- Use personal or your organization's stationery.
- Appropriately address and spell their name.
- Be clear and concise about the issue or the vote you favor. Identify a bill by its name and number in the first and last paragraph.
- Be brief and professional. Limit your letter to one page.
- Write your own letter. Letters suggested in action-alert notices are acceptable, but much more attention is paid to a personal letter tailored to your perspective. Legislators are particularly impressed with handwritten letters. School personnel prefer typed letters.
- State the reason that you are an "expert" on this issue. Offer your expertise and identify your credentials.
- Share a personal experience or describe how the bill affects you, your school, or your state.
- Send a letter to reinforce the decision-makers who support your issue. Reinforce board members or legislators to keep their vote. If your comments are brief, use a postcard with a personal written note. Pre-printed postcards might be counted on a hot issue, but they usually have little influence. Email if you have little time or energy to give to an issue, but recognize that email messages generally have little influence and often remain unread.

How to Address Correspondence to Decision-Makers

President:
President (first and last name):

Senator:
The Honorable (first and last name)
Dear Senator (last name):

State legislator:
The Honorable (first and last name)
Dear Representative/Senator (last name):

Cabinet Secretary/Committee Chairman
The Honorable (first and last name)
Dear Secretary/Chairman (last name):

Representative:
The Honorable (first and last name)
Dear Representative (last name):

School Board Member:
Mr./Mrs./Ms. (first and last name), Title
Dear Mr./Mrs./Ms. (last name):

A "human story" from a lobbyist:

The legislator received FIVE calls in favor of an issue and TWO against. The aide told him that 80 percent of the calls that came in, wanted him to vote in favor.

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Hints for Telephone Calls

- The local telephone book contains the numbers for members of congress in the blue pages.
- The US Capitol Switchboard is (202) 224-3121, and they will connect you to the Senator or Representative from your state. Many state legislators have web sites that can be located at: *www.{state name}.gov.*

Begin by Identifying Yourself and Where You Live, if you are a Constituent.

- **Give your issue or bill number.** Briefly describe the issue or bill. Identify how it affects you and state that you support or oppose this issue.

- **Be prepared to be put on hold.** Often an aide or secretary who answers the telephone is not familiar with this issue, and may put you on hold to speak to the aide that does work with your issue.
- **Ask that your message be given** to the legislator or decision-maker as soon as possible.
- **Ask if the legislator/ decision-maker has set an opinion or statement on your issue.** This will help give you information if you plan to follow the call with a letter.
- **Repeat your view and complete the call with a "Thank You" statement.** You might call this same secretary or aide on another issue at another time.
- **Contact allies and coalition members and ask them to call.**
- **Follow with a second personal telephone message** to thank the legislator who voted your way.

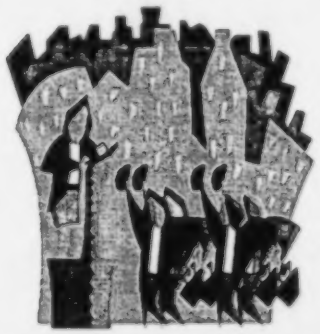
Hints for Presenting Personal Testimony

- **Take every opportunity to provide testimony whenever school health issues are being considered.** The purpose of a hearing is to get expert, as well as citizen, input on how a proposed law or policy will affect the community or individuals.

- **Gather experience.** If you have never given testimony before, attend one or two committee meetings or public hearings to observe what works and what doesn't.

- **Study the issue.** Understand the issue. Anticipate arguments, and address them in your testimony.

- **Contact the committee chairman or agency.** As soon as you are aware of a public testimony hearing, telephone the chairman of the hearing committee and request a time to give testimony. Inquire about rules, length of time, and the need for a written version of your testimony.



- **Coordinate your testimony.** If appearing with allies/coalition partners, plan who will speak first, and on what topic. Each person should address a different portion of the topic. Try to complement each other's testimony.

- **Be brief.** Present a factual report that is easy to understand. Be positive in comments. Often there will be a time limit on the presentation of personal testimony.

- **Rehearse.** Practice your testimony and practice responses to possible questions. Address the committee chair by name and then recognize other committee members.

- **Conclude with a summary of main points and your recommendations.** Thank the committee for hearing your testimony.

- **For a written report:** Include a cover letter with the date, your name and organization, the group or governing body to whom your testimony will be delivered, and the subject matter. The next page or two will contain the facts and data that support your testimony in brief form. A concluding page can summarize your main points.

The Media And Advocacy

What is Media Advocacy?

The media provides information and can influence what issues get attention as well as influence the level of the public's interest. Media Advocacy is the use of the mass media to advance social or public policy initiatives. A good media advocacy campaign requires careful planning. Media tools include: press releases, press conferences, editorial board visits, editorials, letters to the editor, radio interviews, television programs, and advertisements.

In addition to the obvious, but often hard to access media tools of radio, television and newspapers, don't ignore flyers, bulletin boards, posters, yard signs, bumper stickers, and marquees at banks, restaurants, and other local businesses.

How do I Begin?

Prepare a media list. Search the phone book and local library resources for the names and addresses of local newspapers, radio stations, and public service television stations. Gather a list of reporters assigned to health, the environment, children's issues, drug awareness, and violence prevention. Read the local papers, and contact reporters who have written articles about the issues related to your concerns.

Preparing a News Release

- Choose a timely topic.
- Assign a release time in bold letters at the top.
- Include a title for the article that is an attention seeker.
- Begin with who, what, where, when, and why.
- Use short sentences, and be clear, but provide the facts.
- Double space and limit the release to one page.
- Finish with a summation.
- Local newspapers often print photographs of local people or events.
- Provide your name, telephone, and organization information at the bottom.

Preparing a Letter to the Editor

- Establish yourself as an "expert" on this issue or include information about your organization.
- Be brief (most editorials are only 250 words).
- Include reference information on the topic.
- Add information about the effect of this issue on your class, your community, and your state.

Preparing for an Editorial Board Meeting

- Telephone the editorial page editor. Arrange a meeting time and explain your ideas about a current media concern (be timely).
- Write a list of your main points that support your view of this issue. Bring research articles of support. Identify the reasons why this issue is important to your class, your town, or your community.
- Bring printed materials to leave with the editors/reporters at the meeting.
- Arrive on time, take only the time agreed upon, and summarize what you want in closing.
- Send a thank you note. If your issue is not reported in a few days, it is acceptable to telephone the editor to discuss it, and offer to write an Op-Ed or letter to the editor. Always be courteous, even if you are rejected, as the editor might use your issues next time.

What is an Op-Ed?

Opinion editorials (Op-Ed) run on the page opposite the Letters to the Editor, and are local views of current issues. This article is lengthy and presents a local persuasive viewpoint.

- Contact the editorial board for local restrictions on length and suggestions on publication possibilities.
- Include a local reference to the issue.
- Call the editor if it is not published in a timely manner.
- Finally, send the op-ed to another newspaper if not printed.

Radio or Television Interview

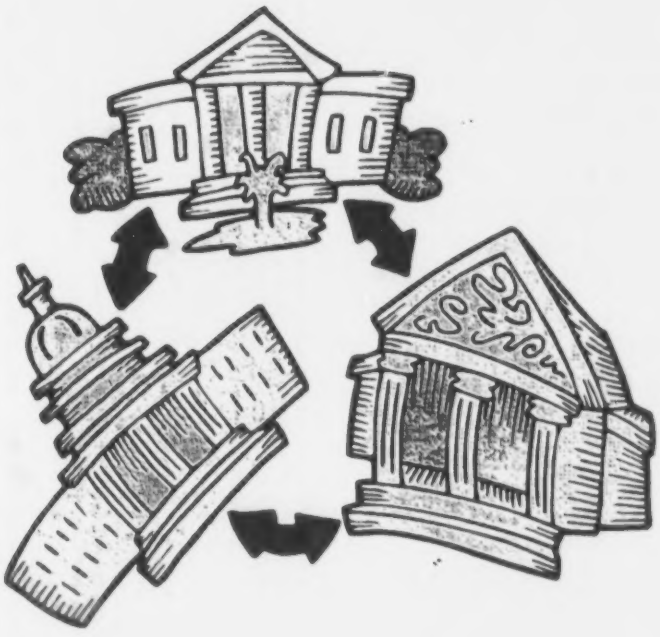
- Telephone or write the host.
- Listen to the program and become familiar with its format.
- Ask about what to wear and make-up options.
- Write down the most important points you want to include and repeat key points at every opportunity.
- For TV, remember to look at the host.
- Stay calm.
- Invite the host to your event or request a visit to the legislature.
- Ask for a videocassette of your interview.
- Send a note of thanks.

News Event or News Conference

- Set the event at a place where the newspeople can set up their equipment and have seating.
- Prepare a news release for each newsperson in attendance.
- Contact the local media and request a photographer (especially for student activities).
- Be sure to have written permission from parents of underage students if photos or interviews are to be taken.

Part III

The Governmental Arena



- U.S. Government Overview
- Executive Branch
- Judicial Branch
- Legislative Branch – Congress
- How a Bill Becomes a Law
- Federal Appropriations Process
- State Government
- Initiative and Referendum
- Local Government
- How Local Governments Pass Ordinances
- School Governance

U.S. Government Overview

We the people of the United States, in order to form a more perfect Union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.

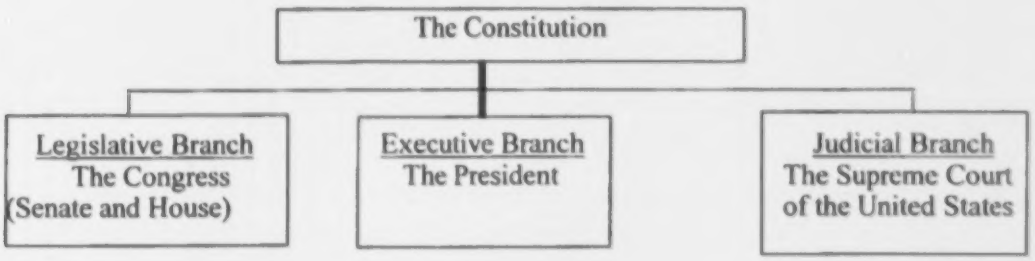
- Preamble to the U.S. Constitution

The governmental arena includes the public policy-making entities in the executive, legislative, and judicial branches of government at the federal, state, and local levels. The purpose of the U.S. government is broadly defined in the Preamble to the ***U.S. Constitution.***

The Constitution sets forth the governmental structure that provides for three separate but equal branches. Each branch is granted powers of its own and powers that are shared with the other branches. State and local governments are patterned after the federal structure.

The Congress, state legislatures, city councils, and county commissions write the laws that govern our society. While advocacy involves more than legislation and regulation, the governmental arenas, especially the legislative branches, exist to develop, enact, and enforce policies.

Structure of the Federal Government



U.S. Government Information on the Internet
Thomas – Provided by Congress through its library
http://thomas.loc.gov

This is a comprehensive web site that provides access and links to all areas of the U.S. Government. This web site provides access to bills, legislation, the Congressional Record, the Federal Register, federal agencies, etc. This site also provides access to the full text of the Constitution, the Declaration of Independence, and the Federalist Papers.

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Executive Branch

The executive branch is headed by the President of the United States. It is responsible for carrying out laws enacted by the President and Congress. In order to accomplish this, the executive branch has evolved into an assortment of administrative, regulatory, and policy-implementing offices.

Most notable are the 14 executive departments whose department heads are members of the president's cabinet and are referred to as secretaries, ie, Secretary of Defense, Secretary of the Interior, etc. The members of the Executive Office and the cabinet are the president's prime source of information. Together, they make up what is often referred to as "the administration."

In addition to the cabinet, there are numerous agencies and commissions. Some examples of agencies include the Central Intelligence Agency and the Environmental Protection Agency. Some examples of commissions include the Federal Trade Commission and the Federal Elections Commission.

THE WHITE HOUSE
1600 Pennsylvania Avenue
Washington, DC 20500
Switchboard: 202-456-1414
Comment line: 202-456-2226
http://www.whitehouse.gov
Official home page of the White House. You may also send e-mail messages to the President by way of this site.

Cabinet Departments

- Agriculture
- Commerce
- Defense
- Education
- Energy
- Health and Human Services
- Housing and Urban Development
- Interior
- Justice
- Labor
- State
- Transportation
- Treasury
- Veterans Affairs

Executive Branch Information on the Internet

The Executive Branch
Provided by the Library of Congress
http://lcweb.loc.gov/global/executive/fed.html

This web site provides access to the Executive Office of the President (EOP), the 14 executive agencies or cabinet departments, as well as links to several independent agencies and commissions.

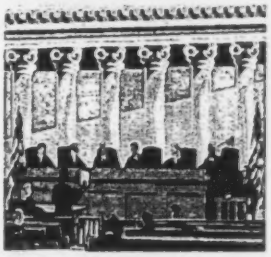
FedWorld Information Network
http://www.fedworld.gov

This is a comprehensive site that links to all federal government related home pages. From this site you can receive tax forms and publications from the IRS, order U.S. Government reports, information from the U.S. Treasury on bonds and coins, as well as the full text and case names of Supreme Court cases from 1937 to 1975.

Judicial Branch

The judicial branch was set up to settle disputes between parties, to clarify and explain the intent of laws, and to review the fairness of laws in light of the Constitution. In other words, the duty of the courts is to help ensure that actions taken by the legislative and executive branches are consistent with the Constitution. This is what is known as judicial review.

Structure of the Judicial System



The Constitution established the Supreme Court, but leaves the establishment of lower courts up to Congress. The number of justices is also determined by Congress. The federal court system has three tiers. At the top is the Supreme Court. Just beneath the Supreme Court are the 13 courts of appeal. At the lowest level of the federal court system are the 94 district courts, which hear and decide most federal cases.

The Supreme Court

The Supreme Court is the "supreme court of the land." The Supreme Court has nine justices, one chief justice and eight associate justices. The justices are nominated by the President and confirmed by a majority vote in the Senate. Supreme Court justices serve for life.

State Courts

Each state is permitted to design its court system according to its own needs. Most states pattern their system after the three-tier federal judiciary system starting with trial courts or lower courts. The next level up is the appellate courts or appeals courts and at the top of the state court system is the state's supreme court.

The Judicial System Can Be a Powerful Vehicle for Social Change

The judicial branch plays a major role in the eventual development of policies and social behavior. While judges are not legislators, court decisions have had a significant impact on public policy. Court decisions are often very broad in scope and thus can affect large groups of people. In fact, the kinds of cases brought to the courts often reflect changes in public attitudes.

Judicial Branch Information on the Internet

The Judicial Branch
Provided by the Library of Congress
http://lcweb.loc.gov/global/judiciary.html

This web site gives access to Supreme Court decisions, law journals, other court rulings, as well as links to several federal district courts.

Villanova Center for Information and Law Policy
http://www.law.vill.edu

This site gives access to information on Congress, the Executive Branch, as well as information on state and local governments. It also gives access to information in the federal and state court systems.

Legislative Branch - Congress

Congress is charged with representing the people, making laws, and overseeing federal government operations. Most of the work of Congress takes place in committees. Committees are the key policy-making bodies in Congress.

Characteristics of the Senate

The Senate is made up of 100 members, two from each state, who serve for six-year terms (one-third of the Senate is up for election every two years). A consensus of the entire body is generally achieved in the Senate before legislation is successfully passed.

Characteristics of the House

The House is made up of 435 members, based on population in the states, who serve for two-year terms (440 including nonvoting districts such as the District of Columbia, Puerto Rico, American Samoa, the Virgin Islands, and Guam). Members in the House must adhere to a fairly rigid leadership and procedural structure to maintain some semblance of order. Thus, rules for debate on issues are usually fairly rigid.

Key Congressional Staff Positions

- **Legislative director** – This position is responsible for monitoring a legislator's legislative schedule and makes recommendations regarding particular issues. A legislator often has a number of legislative assistants (referred to as LAs), who cover issue-specific areas such as health, environment, taxes, etc.
- **Press secretary** or communications director – This position is responsible for writing news releases, arranging media interviews, and keeping the public informed of the actions of the legislator.
- **Scheduler** or appointment secretary – This position is responsible for arranging the legislaor's meetings, such as visits by lobbyists and constituents, speeches, and special appearances.

US Capitol Switchboard
202-224-3121

Address for the Senate
The Honorable (full name)
United States Senate
Washington, DC 20510

Address for the House
The Honorable (full name)
United States House of Representatives
Washington, DC 20515

Legislative Branch Information on the Internet

Provided by the Library of Congress
http://lcweb.loc.gov/global/legislative/Congress.html

This is a comprehensive web site on the U.S. Congress. You can access information about individual members of Congress including e-mail addresses, information about the legislative process, legislation, bill status, voting records, etc.

How a Bill Becomes Law

The following is the most typical way in which proposed legislation in Congress is enacted into law. Some bills take several years to pass and most bills never become law.

Step 1

Introduction and referral to committee: The official legislative process begins when a bill or resolution is introduced and numbered - H.R. signifies a House bill and S. a Senate bill. Only members of Congress can introduce bills. After a bill is introduced it is, with few exceptions, referred to a standing committee in the House or Senate.

Step 2

Committee action: It is at this point that a bill is carefully reviewed. If the committee does not act on the bill, it is the equivalent of killing it.

- Subcommittee review: Bills are often referred to a subcommittee for study and hearings.
- Mark up: When the hearings are completed, the subcommittee meets to "mark up," or change and amend the bill prior to recommending the bill to full committee.
- Committee action to report a bill: After receiving the subcommittee's report on a bill, the full committee may conduct its own hearings. Usually it votes on the subcommittee's recommendations and any proposed amendments then "orders the bill reported" to the House or Senate.
- Publication of a report: This report (Report to accompany HR.) describes the intent and scope of the bill in clearer language, as well as the bill's impact on existing laws and programs, and the views of the President and dissenting members of the committee.

Step 3

Floor action: After a bill is reported back to the House or Senate it is placed on a legislative calendar.

- Setting rules for debate: When a bill reaches the floor, the House often adopts rules or procedures governing debate on the legislation. These rules determine conditions and amount of time allocated for debate.
- Voting: After the debate and the approval of any amendments, legislators vote to pass or defeat the bill.
- Referral to other chamber: When the House or the Senate pass a bill, it is referred to the other chamber where it usually follows the same route through committee and floor action.

Step 4

Conference committee action: If the other chamber significantly alters the bill, a conference committee is formed to reconcile the differences between the House and Senate versions. If the conferees are unable to reach agreement, the legislation dies. If they reach an agreement, they prepare a conference report. Both the House and the Senate must approve the conference report.

Step 5

Final Actions: If a bill and its conference report passes both the House and the Senate, it is sent to the President. If the President approves the legislation, he signs it and it becomes law. If the President opposes it, he can veto the bill. If the President takes no action and Congress is in session, the bill will become law after 10 days. If Congress is not in session, the bill dies, which is called a "pocket veto." Congress may override the veto with a two-thirds vote.

Source: Capitol Advantage, 1997.

How a Bill Becomes a Law

House of Representatives

Bill Introduced in House

Referred to House Committee

Referred to Subcommittee

Reported by Full Committee

Rules Committee Action

Floor Action

House Debate, Vote on Passage

Bills go to full committee, then usually to a more specialized subcommittee for study, hearings, revisions and approval or non-approval. Committees rarely give a bill an unfavorable report if they want to kill a bill. Rather, they take no action, thereby ending consideration of the measure.

In the House, many bills go before the Rules Committee for a "rule" expediting floor action and setting conditions for debate and amendments on the floor.

Senate

Bill Introduced in Senate

Referred to Senate Committee

Referred to Senate Subcommittee

Reported by Full Committee

Floor Action

Senate Debate, Vote on Passage

Conference Action

Once both chambers have passed related bills, a conference committee comprised of members from both chambers meet to work out differences. The compromise version from the conference committee is then sent to each chamber for final approval. If approved it is then sent to the president for signature or veto.

House

Senate

President Signs or Vetos

Source: Congressional Quarterly

The Federal Appropriations Process

The passing of spending legislation in Congress is much different than the passing of other bills. While many bills take several years to pass, appropriations bills must be passed every year to keep the government funded.

The Federal Government's fiscal year runs from October 1 to September 30. Thus, Congress must pass and the President sign spending bills by September 30 every year.

The process of determining the levels of funding for government programs begins in the fall when the President and the administration develop a budget, which is then submitted to Congress in February. Congress then responds with a budget resolution of its own which is usually completed in late May or early June.

The budget resolution, which is completed in late June or early July, gives direction to committees that raise taxes and determine spending (appropriations committees). Congress works on appropriations bills from late June through early September and sometimes later.

1. ***President's budget submitted to Congress – Early February***
The arrival of the President's budget on Capitol Hill kicks off the annual budget process in Congress. The President's budget will not become law. It is an outline of the administration's fiscal policies. Congress will follow by drafting its own budget resolution.

2. ***Congress adopts a budget resolution – Early June***
After receiving the President's budget, Congress writes a budget resolution. This is a congressional spending plan. It does not go to the President for a signature. The budget resolution sets binding targets for the deficit, revenues, and for spending. The budget resolution can also instruct specific committees to increase revenue and reduce spending.

3. ***Congress works on appropriations bills – July to September***
The appropriations committees, working within the guidelines of the budget resolution, determine actual funding levels for the government's programs. Appropriations bills usually cover one fiscal year, but they may run for a specified or an indefinite number of years.

4. ***President signs or vetoes appropriations bills – Late September***
The President either signs or vetoes the 13 appropriations bills. If the President does not sign the appropriations bills by September 30 (the last day of the fiscal year) certain areas of the government go unfunded and those areas of the government can shut down. In the event the President does not sign the appropriations bills, Congress will usually adopt and the President sign a continuing resolution (CR) that keeps the government funded until differences in the budget are resolved with Congress.

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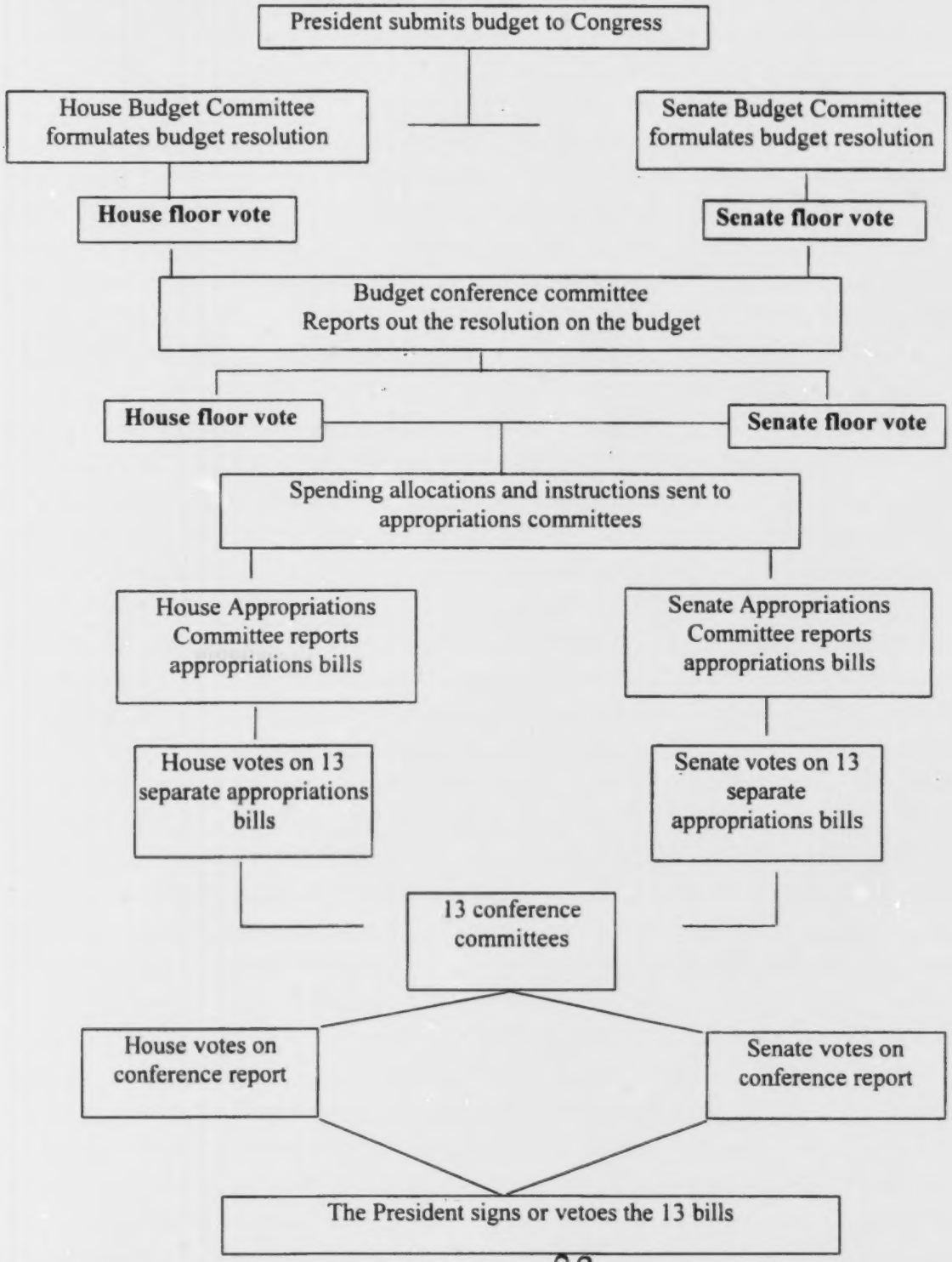
The Federal Appropriations Process


President submits budget to Congress
House Budget Committee formulates budget resolution
Senate Budget Committee formulates budget resolution
House floor vote
Senate floor vote
Budget conference committee Reports out the resolution on the budget
House floor vote
Senate floor vote
Spending allocations and instructions sent to appropriations committees
House Appropriations Committee reports appropriations bills
Senate Appropriations Committee reports appropriations bills
House votes on 13 separate appropriations bills
Senate votes on 13 separate appropriations bills
13 conference committees
House votes on conference report
Senate votes on conference report
The President signs or vetoes the 13 bills

Source: Congressional Quarterly

State Government

The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people.
–10th Amendment to the U.S. Constitution

The Constitution brought the original thirteen colonies together into one federal union. The 10th Amendment, in essence, gives the states and their local governments the authority to make and enforce laws under the Constitution. Although today's 50 state legislatures are patterned after the U.S. Congress, it was the original thirteen states that formed representative forms of government that were later to influence the design of the federal government.

Forty-nine states have bicameral legislatures, that is *a* senate and *a* house (some states refer to their house as *a* house of delegates or as an assembly). Nebraska has the only unicameral legislature, that is they only have one chamber, an assembly.

How Many Members in a State Legislature?

Apportionment (the number of members in the legislature) varies greatly from state to state. It ranges from a low of 60 total members in Alaska, to a total of 424 in New Hampshire.

How Long are State Legislatures in Session?

The length of state legislative sessions also varies by state. The Kentucky legislature, for example, meets only in even numbered years and for just 60 days. The legislatures in New Jersey, New York, Ohio, and some others meet year round.

How do State Legislatures Pass Laws?

Each state, for the most part, patterns its legislative format after the U.S. Congress, although usually not as complex as Congress. Bills at the state level move through the legislative process much faster than bills in Congress. This is attributed to the abbreviated length of state legislative sessions. Consequently, tracking and monitoring state legislation is a lot tougher and requires considerably more attention at the state level than at the federal level.

State Legislative Information on the Internet

These websites can link you to the sites of all 50 state legislatures where you can access laws, legislation, and information on state legislators:

National Conference of State Legislatures
http://www.ncsl.org

The Council of State Governments
http://www.csg.org

Stateside Associates
http://www.stateside.com/

Initiative and Referendum

Power to the people!

What is an Initiative?

An initiative is one of several methods by which citizens may make laws without going through the legislative process. The initiative process allows voters to bypass the legislature in creating a new law. In many ways, the citizens of the state are acting as the legislature when they participate in this process.

The power of a state to hold initiatives comes from the state's constitution. Initiatives may propose constitutional amendments or develop state legislation. Initiatives may be formed either directly or indirectly.

The Direct Initiative

The direct initiative allows a proposed measure to be placed on the ballot and voted on by the people of the state after a specific number of signatures have been secured on a citizen petition. If the measure passes it becomes law.

The Indirect Initiative

The indirect initiative must be submitted to the legislature for a decision after the required number of signatures has been secured on a petition and prior to placing the proposed measure on the ballot. The legislature must approve the initiative before it goes on the ballot and is voted on by the people.

Twenty-one States have the Ability to Make Laws by Initiative:

Alaska, Arizona, Arkansas, California, Colorado, Idaho, Maine, Massachusetts, Michigan, Missouri, Montana, Nebraska, Nevada, North Dakota, Ohio, Oklahoma, Oregon, South Dakota, Utah, Washington, Wyoming

The Initiative Process

There are four basic steps in the initiative process. The criteria for each step varies from state to state. The following procedures are similar for all states that allow for initiative. Note: The first unofficial step other than organizing for the process is to conduct a public opinion poll to determine voter attitudes toward a proposed initiative.

Step 1 – Requesting Permission to Circulate a Petition

Requesting permission to circulate a petition is generally an administrative step to make sure that all of the appropriate forms are filed, and the proper state officials are notified of the intentions of the initiative's proponents.

Step 2 – Circulating the Petition

The next step in the process is to circulate a petition to obtain signatures of registered voters in the state who support the placement of the initiative on the election ballot. (Expenses associated with collecting signatures are considered lobbying expenditures.)

Initiative and Referendum (continued)

Signatures must come from registered voters in the state and include the citizen's complete name, address, and date of the signature. It is important that individuals collecting signatures make sure that they understand the criteria for a valid signature in their state.

If a signature does not meet the full criteria for their state, it will be ruled invalid by election authorities during the validation process. Advocates should also check with the election authority in their state for any additional requirements.

Step 3 – Preparing the Initiative to be Placed on the Ballot

The next step in the process includes verification of the sufficiency of the petitions, and the final preparations for the initiative to appear on the election ballot. "Sufficiency" of petitions means that the required number of signatures, in their complete form (as per state constitutional requirements) are filed with the election authority by the state mandated deadline.

The election authority will have a specific time frame for verification of signatures. If the petition is deemed sufficient by the state's election authority, the petition will either be placed on the election ballot, or put before the state legislature. If the petition is deemed "insufficient," proponents may have additional time to complete the petition.

Step 4 – Voting on the Initiative

Once the initiative is on the ballot, the citizens of the state must decide if the measure is to become law by voting in favor or against the initiative.

What is a Referendum?

Referendum refers to the process whereby a state law or constitutional amendment passed by the legislature may be referred to the voters before it goes into effect.

There are three forms of referendum:

- **Citizen petition**, whereby the people may petition for a referendum on legislation that has been considered by the legislature.

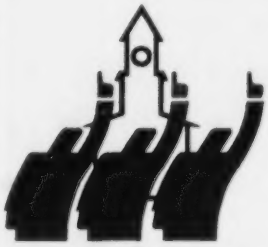
- **Legislative referendum**, whereby the legislature may voluntarily submit laws to the voters for their approval. All states allow for legislative referenda except Delaware.

- **Constitutional requirement**, whereby the state constitution may require that certain questions be submitted to the voters.

Initiative and referendum processes are unique in each state. For more information on the initiative and referendum process in your state contact the elections department in your state's secretary of state's office.

Local Government

The government that is closest to the people governs best.



Local government includes city councils, county commissions, townships and school boards. The success of an organization's advocacy efforts is because of advocacy volunteers. The most likely way that most Americans can be involved in advocacy is with local government.

Elected officials at the local level are one's neighbors. They often live down the block or work across the street. Local government allows more people to be involved in the democratic process.

Why is local government important?

- **Local government is more effective at addressing community needs.** Local government can craft the policies that best address the unique needs of their own communities. The cookie cutter approach to solving community needs at the state and federal levels often fails miserably.
- **Local government is often more democratic.** Legislation at the state and federal levels can be bottled up by powerful committee chairmen if they don't like the legislation. That is less likely to happen at the local level.
- **Local government is more accessible.** Most advocates are volunteers with full time jobs. Most people can't take off and go to Washington, DC and lobby members of Congress. While it is often easier at the state level, the state house still might be hundreds of miles away and out of reach for most people. Many local governments meet in the evening, which allows for greater citizen participation. Congress and state legislatures meet during the day, further reducing a citizen's access to those arenas.

Local Government Information on the Internet

These web sites can provide information on numerous city governments as well as provide links to other helpful web sites.

National League of Cities
http://www.cais.com/nlcmain.html

Library of Congress: state and local governments
http://lcweb.loc.gov/global/state/stategov.html

How Local Governments Pass Ordinances

1. Bills are drafted by city departments or by council members, and are introduced by council members.

2. Upon receipt by the council, bills are placed on what is sometimes referred to as general orders for passage on first reading.

3. After the first reading, bills are referred to the appropriate committees for review or amendment. The bills, as approved by the committees, are sent back to the council for action on second or third reading.

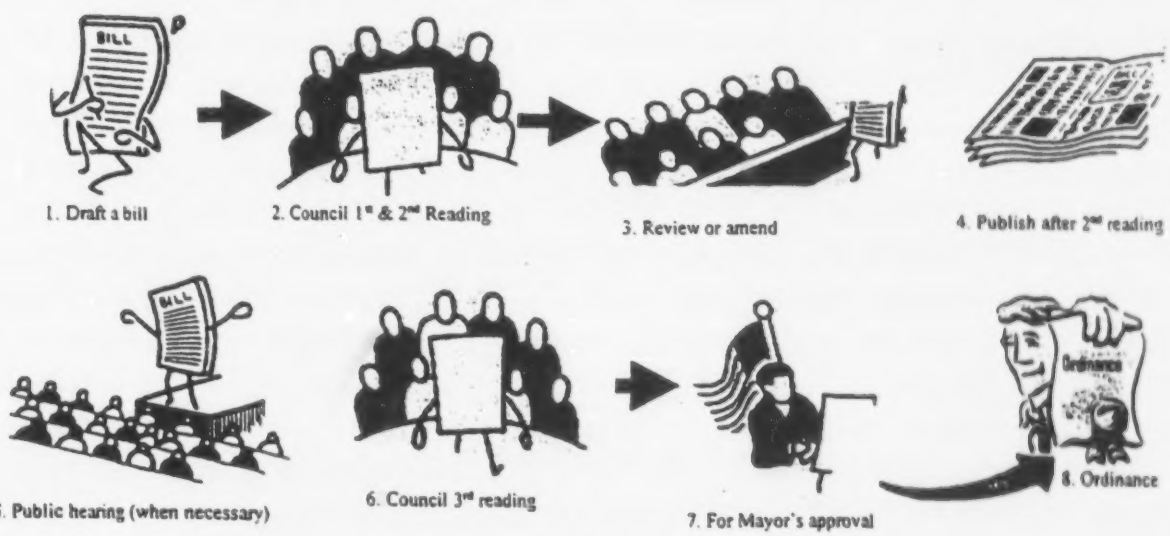
4. Bills are usually published in the local newspaper after passage on second reading.

5. A public hearing is held when required by law, or when deemed necessary by the council.

6. After the third reading, bills are sent to the mayor for approval or disapproval.

7. Upon receipt, the mayor has a set period of time to review the bill. If the mayor signs the bill indicating approval, it becomes an ordinance. If the mayor does not return it disapproved within that time, the bill takes effect as if the mayor had signed it. Upon enactment ordinances are usually published by title in a local newspaper.

   If the mayor disapproves the bill, the mayor must specify the objections in writing and return the bill to the city council, usually within 10 days. The council may, after the bill has been returned, override the veto



1. Draft a bill
2. Council 1st & 2nd Reading
3. Review or amend
4. Publish after 2nd reading
5. Public hearing (when necessary)
6. Council 3rd reading
7. For Mayor's approval
8. Ordinance

Source: Honolulu City Council

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School Governance

Education is one of the responsibilities reserved for the states. However, policies that govern schools come from many sources. States generally determine graduation requirements, certification requirements for school employees, and funding formulas to support schools. Recently many states have established standards, assessments, and accountability systems for students and in some cases for teachers and administrators as well. This occurs both through legislation (i.e. laws passed by the state legislature and signed by the Governor), policy (i.e. decisions of state boards of education), and regulation (i.e. rules established by departments of education). In addition, schools must conform to local ordinances and to policies enacted by locally elected or appointed boards of education. Schools also submit to judicial authority at the federal, state and local levels. The federal role is primarily limited to overseeing state and local administration and implementation of federally funded educational programs. Federal funding accounts for about 7% of the total funding for education; the remainder comes from state and local taxes and other sources of revenue.

How are State Boards of Education Selected?

The process varies by state. In some, the governor appoints all the members. In others, all members are elected, either at large (in state-wide races) or by district. A few states have both elected and appointed members. Minnesota and Wisconsin do not have a state board of education.

How are Local School Boards Selected?

In most jurisdictions, local school board members are elected. Some are elected at-large and others are elected to represent a certain geographic area within a school district. Usually, eligibility requirements for school board members are set by local jurisdictions. In a few instances, especially where schools have demonstrated poor management or low performance, a state or municipality has assumed authority for schools or school districts. In those cases, school board members are usually appointed by the controlling body.

What is the Role of State Education Agencies/Departments of Education?

These agencies have responsibility for implementing state laws and rules related to education. They enact regulations and rules, which often have the force of law. They often have responsibility for monitoring school performance and compliance with regulations. They often provide technical assistance and consultation to schools or districts that want assistance with planning, implementation, or evaluation of curricula or policy.

Who Determines what Content Schools Teach?

Generally, local school boards adopt curricula, select textbooks, and define curricular content. State boards might require specific course work for graduation, but usually do not impose specific curricular content requirements. Hawaii is the only state that has a state-wide curriculum. A few states (California and Texas are the largest) have textbook review committees that approve texts schools in the state may select in each curricular area. State education agencies often publish curricular guidelines or standards, but most do not endorse or mandate a specific curriculum or course of study.

How do School Boards Adopt Policies?

The processes vary widely. A good way to find out how your school board operates is to find out when the local school board meets, how it plans its agendas, whether it operates through committees where initial discussions take place, and its process for policy adoption, including how the community is involved. Then, attend local school board meetings to observe. Familiarize yourself with local school board members and their positions in order to identify potential allies and inform them about school health issues.

Information on the Internet

Governors, members of state legislatures, and state and local school board members have their own associations which provide them information on key policy, education, and health issues. State level staff with responsibility for health education, physical education, and school nursing also have professional associations. The web sites of those associations often provide information about policies and advocacy positions, as well as key contacts that you could use in your advocacy efforts. A few of the organizations' web sites are listed below.

• National Governor's Association
http://www.nga.org

• National Conference of State Legislatures
http://www.ncsl.org

• National Association of State Boards of Education (state-level board members)
http://www.nasbe.org

• National School Boards Association (local level board members)
http://www.nsba.org

• National Association of State School Nurse Consultants (state level school nursing consultants) does not have a web site. Contact them through the American School Health Association
http://www.ashaweb.org.

• Society of State Directors of Health, Physical Education, and Recreation (state level health education and physical education consultants).
http://www.ssdhper.org.

• Association of State and Territorial Health Officials
(state commissioners, secretaries, and directors of health)
http://www.astho.org

• Council of Chief State School Officers
(state commissioners, superintendents, or secretaries of education)
http://www.ccsso.org

For more information on school policy makers and the process of policy making for schools, see "The Art of Policy Making" in *Fit, Healthy, and Ready to Learn*, a publication of the National Association of State Boards of Education.

Part IV

Glossary of Legislative Terms

Glossary of Legislative Terms

Act: Legislation that has passed both houses and has been signed into law or passed over a veto, thus becoming law.

Amendment: A proposal by a legislator to change the provisions of a bill or an existing law.

Apportionment: The number of members in a legislative body set forth by the constitution.

Appropriation: *Federal* – An act of Congress that allows federal agencies to incur obligations and to make payments from the Treasury for specific purposes

Authorization: *Federal* – An act of Congress that establishes or continues a federal program or agency either for a specific period of time or indefinitely; specifies its general goals and conduct; and usually sets a ceiling on the amount of budget authority that can be provided in an appropriation. An authorization for an agency or program usually is required before an appropriation for the same agency or program can be passed.

Authorization Committee: *Federal* – A standing committee of the House or Senate with legislative jurisdiction over the subject matter of those laws that establish or continue the operation of federal programs or agencies. An authorization committee also has jurisdiction in those instances when spending authority is provided in the substantive legislation.

Bicameral: *State* – A legislature with two chambers – a senate and a house. Forty-nine states have bicameral legislatures. Nebraska has the only unicameral legislature.

Bill: A proposed law.

Block Grant: *Federal* – A grant of money from one level of government to another that allows complete or at least fairly wide discretion on the part of the recipient, whose use of the funds would be limited, in the most generous case, by nothing more than its own act of charter.

Budget Committees: *Federal* – Standing committees of the House and Senate whose function is to prepare concurrent resolutions setting up provisional and final revenue floors and spending ceilings in broad functional categories. If these are not observed in the appropriations process, the committees can force authorizing committees to rewrite their dollar authorizations by demanding reconciliation. In effect, the budget resolutions serve as a Congressional budget.

Call of the House or Senate: An order to compel the attendance of members who may be absent from the chamber until all have voted.

Calendar: An agenda of the order of business for a given day in the Congress or a legislature.

Glossary (continued)

Caucus: A group of like-minded legislators who meet to plan tactics and strategy in either chamber. The most important caucuses are those of the two parties, Republicans and Democrats. These groups meet before a new Congress or legislature convenes to elect the leaders in both chambers, organize the committees, and approve procedural rules. They also meet regularly throughout the session.

Cloture: *Federal* – A limit on further debate regarding a particular proposal in the Senate – in effect, a means to cut off a filibuster. When a cloture petition signed by sixteen senators has been filed, the yeas and nays are called for on the second calendar day thereafter. Cloture requires three-fifths of the full Senate, or sixty votes if there are no vacancies.

Committee of the Whole: Consists of the entire membership of the House or Senate where the members of the House or Senate sit as a committee to debate and amend bills. Once common to both chambers in Congress, it is now used exclusively in the House. It facilitates floor proceedings because it requires only 100 members to do business rather than a full quorum of 218 and it limits the range of floor motions available.

Committee Report: *Federal* – A report in Congress issued with the printed version of a bill following its approval. This report includes the text of the bill itself plus explanatory material, the legislative history of the bill and the dissenting views of committee members who opposed it.

Companion Bills: Identical bills introduced in each house for the purpose of expediting passage by substituting the one that passed the house first for the other.

Concurrent Resolution: Resolution that expresses the opinion of both legislative houses, usually on subjects unrelated to lawmaking; e.g., congratulations or regrets.

Concurrent Resolution of the Budget: *Federal* – Legislation passed by both houses of Congress that establishes, reaffirms, or revises the congressional budget for a fiscal year. This resolution establishes binding figures for the aggregate levels of budget authority, outlays, revenues, and deficit or surplus, the appropriate level of the public debt, new direct loan obligations, primary loan committees, and an estimate of the budget authority and outlays for each of the twenty-one budget functions. If needed, subsequent budget resolutions for a fiscal year may be adopted at any time after the passage of the congressional budget resolution. A concurrent budget resolution does not require the President's signature to become law.

Conference Committee: The members appointed to a House-Senate conference by the leaders of their respective chambers to reconcile differences between the two bodies on a bill. The conferees, as they are also known, represent both parties and all committees to which the bill at issue has been referred.

Continuing Resolution: *Federal* – A joint resolution of the House and Senate by which governmental programs have their spending authority extended for a given period of time in the absence of a regular appropriations bill. It is also commonly referred to as the "CR."

Enacting Clause: A constitutionally vital part of an act containing the words, "Be it enacted." A successful motion to kill the enacting clause kills the bill.

Glossary (continued)

Engrossment/Enrolled Bill: A bill that has been prepared in its final form by incorporation of amendments adopted by senate or house. Rewriting is done in house of origin.

Entitlement: *Federal* – Legislation that requires the payment of benefits to all persons or governments that meet the eligibility requirements established in the law. Examples of entitlement programs include Social Security, Medicare, and veterans' pensions.

Filibuster: *Federal* – Talking and debating a bill in an effort to change it or kill it. It is more common in the Senate than in the House because of more relaxed rules in the Senate governing debate.

Fiscal Note: *State* – A cost estimate for a particular bill prepared by a state's budget office.

Fiscal Year: *Federal* – Any yearly account period. The fiscal year for the federal government begins on October 1 and ends on September 30. The federal fiscal year is designated by the calendar year in which it ends; for example, fiscal year 1997 begins on October 1,1996 and ends on September 30, 1997.

Franking Privilege: *Federal* – The right of a Senator or Representative (or member of a Federal agency) to use free the U.S. Postal Service for official business.

Hopper: *Federal* – The wooden box near the desk of the clerk of the House into which members place new bills for introduction. Bills at introduction are often referred to as being "in the hopper" or as freshly "dropped."

Initiative: State – Procedure by which legislation may be introduced or enacted directly by petition of the people.

Journal: State – The minutes of the House and Senate printed daily.

Majority Leader: Leader of the majority party in either the House or the Senate. In the House, second in command to the Speaker.

Markup: *Federal* – The formal session at which a committee or subcommittee debates, amends and votes to report legislation that has been referred to it. After markup, committee staff produce a committee report for the floor. At that point the leadership begins the process of deciding whether and when to bring the bill in question to the floor.

Minority Leader: Leader of the minority party in either the House or the Senate.

Ordinance: A law set forth by a local governmental authority, most likely a city council or county commission.

Prefiling: *State* – Filing of bills and other proposed legislation prior to the convening of the regular session of the legislature; such bills may be numbered and assigned to committees for pre-session study.

President pro tempore: *Federal* – The Vice President is President of the Senate, but is usually present only for crucial votes. In his place the Senate elects a President pro tempore, or temporary president, who presides when routine measures are being considered.

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Glossary (continued)

Ranking Member: Member of the majority party on a committee who ranks first in seniority after the chairman.

Ranking Minority Member: The senior member of the minority party on a committee.

Reading: A rule in Congress that requires that bills and resolutions be read aloud three times before a final vote. However, the full text is rarely read on the floor. The senate allows bills to be read by title only. House rules follow this procedure for the first and third readings, but require a full second reading, which is usually dispensed with by unanimous consent of the members present. A majority of state legislatures require three separate readings on three separate days in each house. Each reading can be considered a stage in the passage of the legislation: first reading, introduction; second reading, debate and amendments; third reading, vote and final passage.

Reconciliation: *Federal* – The process used by Congress to force its committees to comply with the fiscal policy of a budget resolution.

Referendum: *State* – Practice of referring measures passed by the legislature to the people for approval or rejection.

Report Language: *Federal* – The additional material added to a committee report to explain or elaborate upon the actual text of a bill. This material may clarify the intent of the bill's sponsors and supporters and is often important to administrators writing regulations to enforce a law or to judges attempting to interpret and apply it. The committee "reports" its findings to the House and Senate.

Resolution: *Federal – A* formal statement of a decision or opinion by the House or Senate or both. A simple resolution is made by one chamber and generally deals with that chamber's rules or prerogatives. A concurrent resolution is presented in both chambers and usually expresses a Congressional view on a matter not within Congressional jurisdiction. A joint resolution also requires approval in both chambers and goes to the President for approval. Simple and concurrent resolutions do not go to the President.
State – Expresses the will of one house on a matter confined to that house; may deal with an organizational problem or convey good wishes.

Rider: *Federal* – A provision added to a bill so it may "ride" to approval on the strength of the bill. Generally, riders are placed on appropriations bills.

Sequestration: *Federal* – The process created by the Balanced Budget and Emergency Deficit Control Act to cut spending automatically if Congress and the President do not enact laws during the year to reduce the deficit to the maximum deficit amount for that year.

Sine Die: "Without day," refers to final adjournment of the Congress or a legislature.

Sponsor: The member who introduces a bill. Any number of legislators can become co-sponsors of a bill. Often, bills are introduced by the chairman of the committee or subcommittee with jurisdiction over the bill. Although several thousand bills are introduced during a single session, committees review only a small number of bills.

Glossary (continued)

Standing Committee: A House or Senate (permanent) committee established to consider bills in certain subject matter areas. These are the main work places of the House and Senate.

Substitute Bills: Bills usually drafted by a standing committee to replace an original bill in need of extensive amendment. Substitute bills also may be proposed on the floor. Substitutes are also referred to as an amendment in the nature of a substitute.

Table: A motion to put a bill aside and thereby remove it from consideration. Tabling is almost certain death for a bill.

Veto: The constitutional power of the President or a governor to refuse to approve a bill passed by both houses. The vetoed bill is returned to the house of origin, usually with a written statement of the objections to the bill called a veto message. The bill may be passed despite the President's or a governor's veto known as a veto override with the required constitutional majority — 2/3 in the Congress and in most states. The Indiana Legislature can override the Governor's veto with a simple majority.

Whip: A specific office in the party power structure just below the majority leader or minority leader in each chamber. The primary role of this position is to lobby the members of the whip's own party on a given measure. The whip also estimates votes on a given measure and reports this to the party leadership. This is known as the whip count. The whip count often determines whether a bill is brought to the floor by the leadership.

American School Health Association

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330/678-1601 • 330/678-4526 (fax) • www.ashaweb.org

The American School Health Association unites the many professionals working in schools who are committed to safeguarding the health of school-aged children. The Association, a multidisciplinary organization of administrators, counselors, dentists, health educators, physical educators, school nurses and school physicians, advocates high-quality school health instruction, health services and a healthful school environment.

ASHA has more than 2,000 members in 56 countries. More than one-half the members practice in K-12 schools or advise and oversee health education or health services programs in schools or state agencies charged with managing school health programs.

History

The American School Health Association was founded as the American Association of School Physicians on October 27, 1927, by 325 physicians at the annual meeting of the American Public Health Association in Cincinnati. The charter members represented 29 states and Canada. The first president was William A. Howe, M.D., Buffalo, N.Y.

Interest in the Association grew so rapidly that in 1936, the American Association of School Physicians opened its membership to all professionals interested in promoting school health. The organization officially became the American School Health Association.

Mission and Goals

Mission: The mission of the Association is to protect and improve the well-being of children and youth by supporting comprehensive school health programs. These programs significantly affect the health of all students, in preschool through grade 12, and the health of school personnel who serve them. School health programs prevent, detect, address and resolve health problems, increase educational achievement and enhance the quality of life. The Association works to improve school health education, school health services and school health environments. The Association also works to support and integrate school counseling, psychological and social services, food services, physical education programs and the combined efforts of schools, other agencies and families to improve the health of school-aged youth and school personnel.

Goals: To provide national leadership and achieve its mission, ASHA has adopted five goals: 1) promote **INTERDISCIPLINARY COLLABORATION** among all those who work to protect and improve the health, safety and well-being of children, youth, families and communities; 2) offer **PROFESSIONAL DEVELOPMENT** opportunities for all those associated with school health programs; 3) provide **ADVOCACY** support for building and strengthening effective school health programs; 4) encourage **RESEARCH** that affects school health programs; and 5) to fulfill these initiatives, ASHA must acquire human, fiscal and material **RESOURCES**.

Structure and Governance

The Association is divided into Sections and Councils. Sections are defined as subgroups comprised of Association members who are affiliated with a particular discipline within the Association. Councils are issue-focused. These subdivisions of the Association develop policy and facilitate programming, write policy statements and draft position papers.

Structure and Governance *(continued)*

ASHA's Executive Committee is composed of the president, president-elect, vice president, immediate past president, chairpersons of the editorial board and finance committee and two at-large Board of Director representatives. The Board consists of the Executive Committee plus 15 members elected at-large from the Association's membership, representatives from constituent and partner organizations and from Sections and Councils of the Association. Members also elect officers for their constituent organizations. These state or territory chapters further the aims of the national organization and address state-level priorities.

ASHA is a not-for-profit Ohio corporation organized for scientific and educational purposes, exempt from income tax under Section 501 (c) (3) of the U.S. Internal Revenue Code.

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Education

One of the Association's primary goals is to further the professional education of members. ASHA offers continuing education credits at the ASHA national school health conference and regional conferences.

The Association publishes the ***Journal of School Health***, a refereed, professional journal, monthly during the school year, and ***The PULSE***, a newsletter for members. The Association also publishes and makes available other publications and web-based resources on topics pertinent to the school health professions.

American School Health Association

Publication Order Form

		ASHA member price	Non-member price
School Nurse / Health Services Materials			
_____	Guidelines for Protecting Confidential Student Health Information	$12.95	$18.95
_____	Managing the School-Age Child with a Chronic Health Condition	$40.00	$40.00
_____	Restructuring Education Support Services: Toward the Concept of an Enabling Component	$ 9.50	$10.75
_____	Roll Up Both Sleeves: Vaccinating Students and Staff at School	$15.00	$15.00
_____	Scope and Standards of Professional School Nursing Practice	$12.00	$15.00
_____	The Role of the Nurse in the School Setting: A Historical Perspective	$ 9.75	$11.00
_____	The School Nurse's Source Book of Individualized Healthcare Plans, Volume 1	$40.00	$40.00
_____	The School Nurse's Source Book of Individualized Healthcare Plans, Volume 2	$40.00	$40.00
_____	"Every Kid Needs A School Nurse" Bumper Sticker	$ 1.00	$ 1.00
Education / Health Materials			
_____	Guide to Developing and Evaluating Medicine Education Programs and Materials for Children and Adolescents	$ 7.00	$10.00
_____	Health Counseling	$12.65	$14.60
_____	Health Is Academic: A Guide to Coordinated School Health Programs	$21.20	$24.95
_____	National Health Education Standards: Achieving Health Literacy	$ 8.00	$ 8.00
_____	School Health: Findings From Evaluated Programs, 2nd edition	$15.50	$18.00
_____	School Health in America, 6th edition	$17.50	$20.00
_____	Sexuality Education Within Comprehensive School Health Education	$12.65	$14.60
Advocacy Materials			
_____	Introductory Guide to Advocacy: Working to Improve Advocacy for School Health Education and Services	$10.00	$15.00
HIV/AIDS Materials			
_____	A Comprehensive Approach to Reduce Pregnancy and the Spread of HIV: An Advocacy Kit	$19.95	$24.95
_____	Building Effective Coalitions to Prevent the Spread of HIV: Planning Considerations	$15.35	$17.05
_____	How Physicians Work and How to Work with Physicians: A Guide for Educators to Enhance HIV Education Initiatives	$ 9.50	$10.75
_____	Tell Me About AIDS - Student workbooks, teacher and parent guides (grades K-6)	Contact ASHA for pricing	

Become an ASHA member today and save on publications!

For more information, visit our web site at **www.ashaweb.org**, or contact **Sally Lou White**, Membership Services, 330/678-1601, ext. 134.

Revised 1/02

Special Issues - *Journal of School Health*

	ASHA member price	Non-member price
_____ 75th Anniversary Issue (October 2001)	$ 9.50	$11.50
_____ School Health Policies and Programs Study (SHPPS 2000) (September 2001)	$ 9.50	$11.50
_____ Achieving Coordinated Mental Health Programs in Schools (May 2000)	$ 9.50	$11.50
_____ Federal Activities Addressing Violence in Schools (April 2000)	$ 9.50	$11.50
_____ Alliances and School-Based Health Care (December 1998)	$ 9.50	$11.50
_____ Focus on Adolescent Immunizations (September 1997)	$ 9.50	$11.50
_____ School Health Policies and Programs Study: A Summary Report (October 1995)	$ 9.50	$11.50
_____ Working Together for the Future: 1992 Comprehensive School Health Education Workshop (January 1993)	$ 9.50	$11.50
_____ Adolescent Sexuality: Pregnancy, Sexually Transmitted Diseases, and Prevention (Sept. 1992)	$ 9.50	$11.50
_____ Healthy People 2000: National Health Promotion and Disease Prevention Objectives (September 1991)	$ 9.50	$11.50
_____ Dietary and Physical Activity Assessment in School-Aged Children (May 1991)	$ 9.50	$11.50
_____ International Perspectives on School Health (September 1990)	$ 9.50	$11.50
_____ Results of the School Health Education Evaluation (October 1985)	$ 9.50	$11.50
_____ Journal of School Health Cumulative Index, Volume 1 (1930-1986)	$18.70	$22.00
_____ Journal of School Health Cumulative Index, Volume 2 (1987-1993)	$ 8.75	$10.25

Topical Packages - *Journal of School Health*

_____ Acquired Immunodeficiency Syndrome / HIV(1)	$15.95	$21.95
_____ Alcohol and Other Drugs (2)	$15.95	$21.95
_____ Communications, Technology, and Computer Applications (3)	$15.95	$21.95
_____ Coordinated School Health Programs (4)	$15.95	$21.95
_____ Diet and Nutrition (5)	$15.95	$21.95
_____ Diseases of Childhood and Adolescence (6)	$15.95	$21.95
_____ Family Life and Human Sexuality (7)	$15.95	$21.95
_____ Health Concerns of the Special Needs Child (8)	$15.95	$21.95
_____ Health Promotion Through Schools: The Federal Agenda (9)	$15.95	$21.95
_____ Health Service Applications (10)	$15.95	$21.95
_____ International School Health Programs (11)	$15.95	$21.95
_____ Mental Health Services in Schools (12)	$15.95	$21.95
_____ Physical Fitness (13)	$15.95	$21.95
_____ Primary Health Care Through Schools (14)	$15.95	$21.95
_____ School Health Curricula and Behavioral Interventions (15)	$15.95	$21.95
_____ School Health Education Research: Methods, Protocols, and Instruments (16)	$15.95	$21.95
_____ The School Nurse: Roles, Responsibilities, and Future Directions (17)	$15.95	$21.95
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